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ABSTRACT

This report describes the current status of the Summer Food Service Program (SFSP) and the National School Lunch Program (NSLP) (referred to in combination as the Summer Nutrition Programs), federal entitlement programs providing support for state and local efforts to offer low-income children nutritious summer meals and snacks during supervised activities. Sidebars provide definitions of hunger and food insecurity, describe how each program operates, and describe recent initiatives of the U.S. Department of Agriculture. The report notes that despite the educational and nutritional benefits of these programs, the majority of qualifying children are not being served. National participation in the Summer Nutrition programs did not change, and participation in SFSP alone dropped 2.3 percent, comparing July 2001 to July 2000. Thirteen states participating in a 3-year pilot project involving reduced paperwork and the maximum reimbursement for all meals reversed their trend of declining numbers of sponsors, sites, and daily participation by children in SFSP. Also for SFSP, participation in the pilot states increased by 8.9 percent by July 2000 and July 2001, compared to decreases of about 3.3 percent in the rest of the nation. The report highlights a survey of state agency directors and staff responsible for SFSP coordination, revealing that the main obstacles to SFSP participation were burdensome paperwork, lack of transportation funding, low federal reimbursement rates, inflexible administrative regulations, and too high eligibility percentages. The report's appendices include descriptions of four model SFSP programs, eight tables of data or program descriptions, and two charts illustrating program participation and obstacles to program expansion. (KB)

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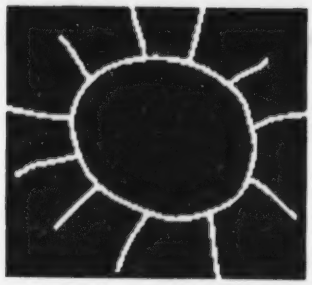

HUNGER DOESN'T TAKE A VACATION: SUMMER NUTRITION STATUS REPORT

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"Like summer classes, the summer food program is critically important to the health and development of young people across this country. If we are serious about leaving no child behind, we need to invest in the education and nutrition programs that will help them thrive."

Judy Y. Samelson
Executive Director
Afterschool Alliance

"Nutrition is a vital element of all summer programs. A nutritious meal and snack will help children and youth remain engaged and be active during their summertime. We urge all state and local education agencies and summer program providers to take full advantage of the federal nutrition funds available through the Summer Food Service Program."

Dr. Mark H. Emery
Project Director
Extended Learning and Development Programs
Council of Chief State School Officers

"While we know learning is ongoing, we also know hungry children don't learn well, and poor nutrition harms developing young minds. That's just as true after Memorial Day as it is after Labor Day. A child who's hungry midday at school is also likely hungry and without adequate nutrition midday during the summer. That's why the American Association of School Administrators supports the Summer Food Service Program; because we want youngsters at their peak performance and ready to learn when school re-opens in the fall."

Nick Penning
Senior Legislative Analyst
American Association of School Administrators

"Public park and recreation agencies sponsor thousands of summer and after school nutrition programs. It's one step toward ending hunger and improving the well-being of millions of children. We can and must do more."

T. Destry Jarvis
Executive Director
National Recreation and Parks Association

"At the crossroads of dynamic summer programs, youthful exuberance, the opportunity to build strong minds, bodies and spirits – is good nutrition. Summer Nutrition programs are a critical resource for practitioners to utilize and share with others."

Mark Carter
Executive Director
National School-Age Care Alliance

Report Highlights

Working parents everywhere are concerned about what their children do when school lets out for the summer. Families struggling to make ends meet face additional worries – without access to the regular school meals programs, they may not have enough food during the summer for their children to eat well, or sometimes at all.

Fortunately, two federally funded programs are available to fill this gap: the **Summer Food Service Program (SFSP)** provides federal funding to reimburse schools, local governments, nonprofit organizations, and others for meals and snacks served to low-income children; and the **National School Lunch Program (NSLP)**, which continues to operate during the summer to provide meals and snacks to children in summer school, or year-around schools. These programs also provide a focal point and catalyst for programs offering both child care and continued learning and enrichment, keeping children safe and engaged.

FRAC's tenth annual report on Summer Nutrition Programs shows that:

- Despite the educational and nutritional benefits of the Summer Nutrition programs, the majority of students who could qualify for, and could benefit from, these programs is not being served.
- In July 2001 about 3.2 million children were served in the Summer Nutrition programs, compared to 15.3 million who received free and reduced price lunches during the regular school year. This means that only 21.1 children received summer meals for every 100 who participated in the free or reduced-price School Lunch Program during the school year.
- National participation in the Summer Nutrition programs did not change, and participation in SFSP alone dropped 2.3 percent, comparing July 2001 to July 2000.
- Overall, 23 states had a noticeable increase (more than 3 percent) in the number of Summer Nutrition

participants in 2001, 15 had a decrease, and 13 showed little change.

- For SFSP participation alone, 20 states grew beyond 3 percent, 21 states declined and 10 states stayed approximately the same.
- FRAC estimates that 3.2 million more children, at a minimum, could be reached with the Summer Nutrition programs if all states simply performed as well as the leading states for July – a highly attainable goal.

Also of special significance is what happened last summer in 13 states that were included in a three-year pilot project sponsored by Senator Richard Lugar and enacted by Congress for implementation beginning in summer 2001. Those states are: Alaska, Arkansas, Idaho, Indiana, Iowa, Kansas, Kentucky, Nebraska, New Hampshire, North Dakota, Oklahoma, Texas, and Wyoming. The pilot, which is available to schools, government agencies, residential camps and National Youth Sports Programs, eases paperwork and provides the maximum reimbursement for all meals.

- Taken as a whole, the 13 states involved, which were the lowest states in SFSP participation in summer 1999, reversed their trend of declining numbers of sponsors, sites and daily participation by children in SFSP.
- SFSP participation in the 13 pilot states increased by 8.9 percent between July 2000 and July 2001.
- In contrast, SFSP participation in the rest of the nation decreased by about 3.3 percent – about 63,000 children during the same time period.

The ten best states in the nation in percentage growth in SFSP participation from July 2000 to 2001 were: Idaho, Montana, Alaska, Kentucky, Hawaii, Arizona, Massachusetts, Oregon, Utah, and Indiana. The ten best states in ratio of children in summer nutrition to children in free and reduced-price school-year school lunch were: District of Columbia, Nevada, California, Rhode

Island, New Mexico, New York, Massachusetts, Delaware, Hawaii, and Utah.

In a new FRAC survey of state agency directors and staff responsible for SFSP coordination, FRAC asked respondents to select what they believe are the five main obstacles to greater participation in SFSP. The top obstacles cited were: "Paperwork is too burdensome," "Transportation funding is insufficient or lacking," "Federal reimbursements are too low," "Regulations for administration of SFSP are too inflexible," and "Area eligibility percentage is too high," referring to the fact that sites cannot qualify as "open sites" for the SFSP unless at least 50 percent of the students at the elementary school that serves the area are eligible for free and reduced price meals.

Besides the "Lugar pilot" states, other federal initiatives to expand the program include a national SFSP expansion initiative led by USDA and its regional offices, USDA-initiated waivers that allow schools to offer SFSP as an extension of the School Lunch Program, which reduces paperwork, and a series of policy memoranda to help ease program operations. In addition, a small number of states have state legislation that provides extra funding for SFSP reimbursement and outreach or requires certain schools or communities to operate programs.

Next year's reauthorization of the child nutrition programs will provide other opportunities to remove barriers in the way of reaching more children with Summer Nutrition programs.

Why Summer Nutrition Matters

Working parents everywhere are concerned about what their children do when school lets out for the summer. Are they engaged in some productive activity? Are they where they should be? Who is watching them? Are they safe? Families struggling to make ends meet, however, have additional concerns. Without access to the regular year school meals programs, low-income families also worry if they will have enough food during the summer that their children can eat well, or sometimes at all.

Summer Nutritional Concerns. Federally funded school meals are a response to national concern about hunger, undernutrition, and their adverse health and educational effects. The large number of young men who arrived for military service in the 1940s bearing the signs of inadequate nutrition triggered the creation of the National School Lunch Program (NSLP) in 1946, later expanded to include the School Breakfast Program. In the 1970s Congress created the Summer Food Service Program (SFSP) to help meet children's need when school is out.

During the 2000-2001 school year approximately 27.1 million children participated in the National School Lunch Program. Of these, 15.3 million received free or reduced-price lunches based on their household income. The rest of the children paid the school for their lunches, although the federal government makes an additional small payment to the school for each of these lunches. In addition to school lunch, approximately 7.8 million children were served through the School Breakfast Program in the 2000-2001 school year (6.5 million received free or reduced-price breakfasts).

However, only about one-fifth as many low-income children receive the nutritional, educational and social benefits of these programs in the summer as the number who receive free or reduced-price NSLP during the regular school year.

With about 11 percent of all households in the United States – and 16.2 percent of those with children – reporting that they are food insecure or hungry, the risk to child nutrition when school is out is real and widespread (see sidebar on this page). Thus, assuring access

Defining Hunger and Food Insecurity

Households classified as ***hungry*** *by an annual US Department of Agriculture (USDA) and Census Bureau survey are those in which adults have decreased the quality and quantity of food they consume, because of lack of money, to the point where they are quite likely to be hungry on a frequent basis, or in which children's intake has been reduced, due to lack of family financial resources, to the point that children are likely to be hungry on a regular basis and adults' food intake is severely reduced. Approximately 3.3 million households were hungry in 2000, the last year with data available.*

Even when hunger is not present, households are determined to be ***food insecure*** *by the survey when resources are so limited that adults in the household are running out of food, or reducing the quality of food their family eats, or feeding their children unbalanced diets, or skipping meals so their children can eat, or are forced to use emergency food charities or to take other serious steps to adjust to the economic problems threatening the adequacy of the family's diet. Approximately 7.8 million households were food insecure in 2000.*

to free and reduced-price meals in the summer – through either the Summer Food Service Program or summer-time use of the National School Lunch Program – is vital to helping children develop when school is not in session.

Altogether, school meals have grown to become one of the largest efforts to end hunger and improve nutrition in America.
In addition, school-based nutrition and afterschool programs are increasingly seen as vehicles for: (1) providing supervised activities for low-income children with working parents, and (2) improving children's academic performance. The relationship between Summer Nutrition and these two additional goals is discussed in the next two sections.

Summer Child Care Concerns. As with the school-year school nutrition programs, the benefits of summer programs extend beyond nutritious meals. Across the country there is a growing interest in what is filling children's out-of-school time, a term that includes summer and other school vacations as well as the regular school year hours after school lets out. This interest has resulted in a mounting call for all levels of government to provide support for afterschool and summer programs that serve children during out-of-school time.

According to Robert Halpern, a professor at the Erikson Institute for Graduate Study in Child Development, "Four principal factors are driving this growing interest:

1. a belief that public spaces such as streets and playgrounds are no longer safe for children's out-of-school time,
2. a sense that it is stressful and unproductive for children to be left on their own after school,
3. a concern that many children need more time and individual attention than schools can provide to master basic academic skills, and
4. a conviction that low-income children deserve the same opportunity as their more advantaged peers to explore expressive arts, sports, and other developmentally enriching activities." (*The Future of Children: When School is Out*, The David and Lucile Packard Foundation, Fall 1999.)

These concerns are well founded. Children left unsupervised have an increased risk of getting into trouble, such as drinking alcohol and smoking cigarettes, and may fall prey to the summer learning gap (see page 7). According to the National Institute on Out of School Time, 24 million school-age children between the ages of five and 14 require care while their parents are at work. Existing programs are not sufficient to meet this vital need. The General Accounting Office estimates that in the year 2002, the current number of out-of-school time programs for school-age children will meet as little as 25 percent of the demand in some urban areas.

According to a report by the Urban Institute reviewing data from the National Survey of America's Families, when school lets out for summer approximately 11 percent of children ages 6 through 12 with working caretakers are regularly caring for themselves. The authors of the report note that this is most likely a conservative estimate of the percentage of children in self-care because respondents are often reluctant to acknowledge that they regularly leave their children alone. The Urban Institute did find, however, that children ages 6 through 12 with employed primary caretakers, regardless of the main child care arrangements, spend an average of 5 hours a week in self-care during the school year and approximately 10 hours a week in self-care in the summer.

In other words, when school lets out for summer vacation, children who potentially had only a few hours on their own some days suddenly find they may have whole days to themselves. Low-income families find themselves scrambling for affordable activities to keep their children safe and engaged during the summer.

Preliminary data from a United States Department of Agriculture (USDA) study evaluating the Summer Food Service Program show that 95 percent of summer food sites provide activities as well as nutrition. Since the sites are either located in a low-income community or serve a majority of low-income children, they can provide a focal point for summer programs for low-income children. In short, the funding available through the Summer Food Service Program can act as a catalyst for summer programs for children of working parents, thus helping to ensure that they are engaged in safe activities during the long summer break.

Summer Effect on Learning. Since 1906, educational researchers have been documenting setbacks in educational achievement during summer vacation, a phenomenon so robust it is often simply referred to as the "summer effect." Of course, since this discovery, the educational stakes have grown enormously: the modern economy is increasingly dependent on high educational achievement. Without a good education, a child is at more risk of being left behind than ever before.

A review of studies of summer enrichment programs by Johns Hopkins University has revealed "all students experience learning losses when they do not engage in constructive activities over the summer." Students lose an average of one month of grade-equivalent skills over the summer, including summer losses of about two and a half months in math and reading.

Furthermore, an analysis of 13 studies on the summer effect concluded that low-income students lose more academic ground during the summer than higher income students. In fact, the variable most strongly associated with summer learning differences is economic status. The cumulative effect of summer learning losses may even account for gaps in achievement between lower and higher income students throughout the course of their education.

One important explanation for the differing rates of academic gain during the summer is that higher income families are more able to afford learning and enrichment activities for their children. Urban Institute research suggests that lower income families rely more on relatives to care for children over the summer, while higher income families spend money on expensive summer programs and camps.

Fortunately, research demonstrates that summer enrichment programs can improve student achievement. In New York City, 40 percent of those students who attended summer school saw their performance increase by a full grade. Yet school districts nationwide are facing budget cuts that will reduce or eliminate their summer programs. Educators point out that these summer programs are being threatened at the same time as school districts are coming under more pressure to ensure that all students meet standardized testing goals.

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About the Summer Food Service Program (SFSP)

The USDA Provides funding through state agencies to reimburse eligible sponsors for meals and snacks served to children at summer programs. Sponsors are organizations that operate one or more sites where programs for children provide meals and snacks. Eligible SFSP sponsors can be:

1. *public or private nonprofit school food authorities (about 44 percent of sponsors in July 2001),*
2. *local governments (16 percent),*
3. *residential camps (18 percent),*
4. *National Youth Sports Programs (4 percent), or*
5. *private nonprofit organizations (19 percent).*

At the state level the program is generally administered by the state education agency. In some states, the programs, or parts of them, are administered by the USDA regional office.

The SFSP is operated in "open sites," where at least half the children in the geographic area are eligible for free or reduced-price meals, and in "enrolled sites," where 50 percent or more of the children participating in the particular program are determined eligible for free or reduced-price meals based on individual applications. Once the site is eligible, all children (up to age 18) can eat SFSP meals and snacks for free. Open sites must also be open for food to children in the neighborhood, regardless of whether they are enrolled in the overall program or not.

In this context, summer programs are essential to leveling the academic playing field for all students. The meal reimbursements from the SFSP provide crucial and dependable financial support to programs that serve low-income children when school is not in session. In addition, the meals provided through the SFSP act as "magnets" to draw children to these important summer activities, and ensure that, because of their nutritional contribution, children are as ready to learn during the summer as they are during the school year after receiving school breakfast and school lunch.

The Federal Summer Nutrition Programs

When schools let out for the summer, children from low-income families potentially can use two federal programs that provide nutritious meals and snacks like those they would receive during the school year. These meals are often combined with supervised recreational activities or an educational curriculum. For working families, these activities also provide children with a safe and structured environment for at least part of the time while parents are away from home. Indeed, Summer Nutrition programs are among the largest of federal efforts to provide care for children when school is out.

The two federal programs – the Summer Food Service Program and the National School Lunch Program – are together referred to in this report as the Summer Nutrition programs. Unless otherwise noted, we generally draw on data for July when discussing program growth and state performance. July, the peak month for Summer Nutrition, is the one summer month when schools are least likely to be in session and is the month for which the most data are available. Also, throughout this report NSLP participation and meals data only refer to those children receiving free or reduced-price services due to limited family income.

Summer Food Service Program. The primary Summer Nutrition service is the Summer Food Service Program. SFSP serves about two-thirds of all the children who are in Summer Nutrition. Administered at the federal level by the USDA, the SFSP is an entitlement program funding public and private non-profit

organizations to serve low-income children nutritious meals when school is not in session. (See sidebar on the prior page.)

Approximately 64 percent of all participants – and 66 percent of all lunches– in Summer Nutrition programs in July are served through the SFSP.

National School Lunch Program. The other nutrition service that helps low-income families in the summer is the National School Lunch Program. While largely used during the fall to spring school year, this program can also be offered as part of summer school or in school systems that continue through the summer (e.g., "year-round" schools that stagger their vacation periods). (See sidebar on this page.)

About the National School Lunch Program (NSLP)

In the summer, USDA provides funding to state agencies to reimburse public schools, private non-profit schools and residential child care institutions for serving nutritious breakfasts, lunches and snacks. Meals are served free to children with family incomes below 130 percent of the federal poverty line, and at a reduced-price when income is between 130 and 185 percent of poverty. The program also provides a small reimbursement for all other ("paid") students for administrative support of the meal program.

At the state level, the program in generally administered by the state education agency. Some states defer administration of school lunches in private schools and residential child care institutions to the USDA regional office or to another state agency.

The Summer Food Service Program's Roller Coaster History

In 1968, Congress enacted a pilot program that provided meals to children during the summer months and in child care settings. In 1975 Congress authorized two separate programs to meet these different needs – the Summer Food Service Program was created for summer meals, and the Child Care Food Program was designed for children in child care.

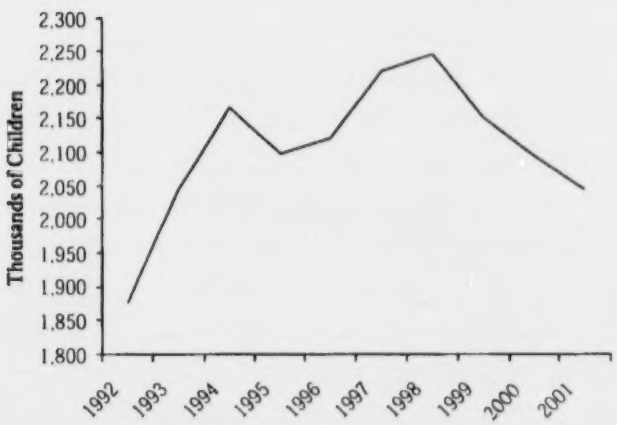
Participation in SFSP grew steadily until its high point in 1977 of 2.8 million children. Unfortunately, SFSP participation began to decline in the late 1970s and throughout the 1980s, first as limits were placed on private non-profit program sponsors and then as such sponsors were barred from participation in SFSP in 1981. Also, in 1981, the percentage of low-income children that had to reside in an area for it to be eligible to have an SFSP site was increased from one-third to one-half, which led to further participation reductions.

In 1989, private non-profit organizations were restored to the program, albeit on a limited basis (their status was improved further but not fully in 1998), and participation began to grow again. But consistent program growth in the 1990s hit a bump in 1995 when

Congress began discussing block grants in the SFSP and other child nutrition programs. Largely because sponsors were holding back in anticipation of major cutbacks, SFSP participation fell in 1995. Seeing that the cuts had not been enacted, sponsors produced increases in SFSP participation in 1996.

However, at the end of the summer in 1996, Congress made a major cut in SFSP reimbursements, as part of welfare legislation, and eliminated start-up grant funds that covered part of the costs of starting or expanding SFSP. Since that time, national SFSP participation has begun to fall. (See Chart 1, below.)

Chart 1: July Participation in SFSP, 1992-2001



Nevertheless, as detailed below, there are hopeful signs of growth in numerous states, albeit not the majority. Further, a new pilot project for states that had the lowest 1999 SFSP participation rates is showing promising results (see page 12).

National Trends: Summers of 2000 and 2001

Despite the benefits to working families and the educational and nutritional continuity summer food programs provide to children, the majority of students who could qualify for – and could benefit from – these programs is not being served. In July 2001 about 3.2 million children were served in the Summer Nutrition programs combined. This is just 21.1 for every 100 children receiving a free or reduced-price school lunch that March.

As described on page 15, FRAC estimates that 3.2 million more children, at a minimum, could be reached if all states simply

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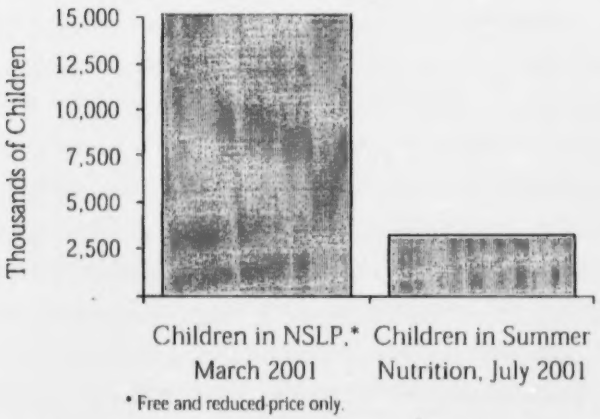
performed in July alone at the level of the leading states in Summer Nutrition – a highly attainable goal.

Chart 2: Participation in School-Year NSLP vs Summer Nutrition



* Free and reduced-price only.

Nationally, participation in the Summer Nutrition programs did not change from 2000 to 2001. Moreover, participation in SFSP alone *dropped 2.3 percent* (comparing July 2001 to July 2000). This is particularly troubling considering the national growth in free and reduced-price lunches during the school year (a growth of 0.5 percent when comparing March 2000 and 2001). See Tables 1 and 2.

In absolute terms, in July 2001 compared to July 2000, 47,700 *fewer* participants were in SFSP. Meanwhile, for the same months, there were 47,776 *more* participants in free and reduced-price NSLP. This totals a *net gain* of only 76 participants nationwide in July 2001 Summer Nutrition programs compared to July 2000. In comparison, approximately 82,285 more participants were receiving free and reduced-price lunches during March 2001 compared to March 2000. The number of sites and sponsors did not change substantially between 2000 and 2001 (see Table 4).

All told, 2 million children participated in SFSP and 1.2 million in NSLP in July 2001. In the prior year, almost 21.3 children were in Summer Nutrition for every 100 in free or reduced price school year school lunch. For July 2001, this ratio dropped to 21.1 per 100.

In the end, participation in the combined Summer Nutrition programs has varied little since 1997, despite rising need and growing attention to out-of-school time programs. A discussion of barriers to expansion of Summer Nutrition programs can be found on pages 16-17. Ways of overcoming these barriers are on pages 17-19. One way to start overcoming these barriers seems to be emerging from a promising new pilot program that is discussed next.

Simplified Reimbursement Pilot Project ("The Lugar Pilots")

One block of states did, in the aggregate, have growth in July 2001 SFSP participation. After FRAC's 2000 Summer Nutrition report showed the SFSP struggling, Sen. Lugar (R-IN) sponsored and was key to passage of legislation creating a three-year pilot project with the goal of increasing participation and easing paperwork in the states reaching the fewest children through SFSP. Those states are: Alaska, Arkansas, Idaho, Indiana, Iowa, Kansas, Kentucky, Nebraska, New Hampshire, North Dakota, Oklahoma, Texas, and Wyoming. The legislation was first implemented in the summer of 2001. (Puerto Rico was also included in the pilot program, but is not included in this report.)

How it Works. The pilot eliminates traditional SFSP cost-based accounting, so sponsors are no longer required to keep separate records and accounts of administrative and operating costs. Instead, sponsors under this pilot simply earn "meals times rates," providing the maximum reimbursement for all meals.

For example, in 2002 most SFSP sponsors are allowed to receive reimbursements of up to $2.30 for operating costs (such as food and labor), and $0.20 for administrative costs, per lunch served. Under cost based accounting, if a sponsor actually has $2.40 in operating costs and $0.10 in administrative costs, the sponsor is not allowed to claim some of the operating costs from the administrative costs line. So, the sponsor is allowed only to receive reimbursements of $2.30 for operating costs and $0.10 for administrative costs, a ten-cent loss per lunch served. Under the Lugar pilot project, the same sponsor can combine administrative and operating costs, and thus receive the full reimbursement of $2.50 per lunch served.

The Lugar pilot project applies to most SFSP sponsors in the participating 13 states and Puerto Rico – including schools, government agencies, residential camps and National Youth Sports Programs. Presently, however, private non-profit sponsors are not eligible to participate in this pilot project.

First-Year Results. Although 2001 was only the first summer for implementation of the pilot, a positive impact was already evident.

Ten Best States in Growth in July Participation in SFSP, 2000 to 2001

Idaho*	41.7%
Montana	37.1%
Alaska*	24.5%
Kentucky*	24.0%
Hawaii	23.9%
Arizona	14.4%
Massachusetts	12.8%
Oregon	11.8%
Utah	11.6%
Indiana*	10.7%

* Pilot state

Ten Worst States in Growth in July Participation in SFSP, 2000 to 2001

Louisiana	-8.3%
West Virginia	-8.7%
North Carolina	-9.0%
Oklahoma*	-11.7%
Pennsylvania	-14.4%
Wyoming*	-22.7%
Illinois**	-25.5%
Colorado	-26.4%
Delaware	-28.6%
Maryland**	-28.8%

* Pilot state

** For some, a drop in SFSP is offset by an equivalent rise in July NSLP.

Taken as a whole, the 13 states involved reversed their trend of declining numbers of July sites, sponsors and daily participation by children in the Summer Food Service Program. In fact, SFSP participation in the 13 pilot states increased by 8.9 percent between July 2000 and July 2001. This equaled almost 16,000 children. This improvement reversed three consecutive years of decline in participation in those states before the initiation of the pilot project. In contrast, SFSP participation in the rest of the nation decreased by about 3.3 percent - about 63,000 children - between July 2000 and July 2001.

In fact, four of the pilot states are in the top ten best states in growth in SFSP participation, whereas only two are in the worst ten. (See sidebar. Note: Iowa, another pilot state, had nearly the same increase as Indiana, see Table 3.) Moreover, the pilot states added sites and sponsors at a rate much faster than that of the rest of the nation. The pilot states increased the number of July sponsors by 8 percent, while the nation, minus the pilot states, increased by only 1 percent. For July sites, the increase is 10 percent for pilot states and zero percent for the rest of the nation as a whole.

Looking just at June participation, Table 5, we also see that most of the pilot states grew. (However, there is no national data for June for comparison purposes.)

Anecdotal evidence indicates that the summer of 2002 will yield further increases in participation in SFSP in the "Lugar pilot" states. These positive results bode well for the pilot project, as well as the children who eat healthy meals through the Summer Food Service Program.

State Trends

Overall, 23 states had a noticeable increase – one of more than 3 percent – in the number of Summer Nutrition participants in 2001. In addition, 15 had a decrease of more than 3 percent and 13 showed little change (i.e., a change between positive or negative 3 percent). In other words, less than

Ten Best States in Ratio of Children in Summer Nutrition to Children in Free or Reduced Price School-Year School Lunch, 2001

District of Columbia	44.1
Nevada	42.4
California	40.7
Rhode Island	39.9
New Mexico	35.3
New York	32.6
Massachusetts	31.7
Delaware	31.7
Hawaii	29.5
Utah	29.2

Ten Worst States in Ratio of Children in Summer Nutrition to Children in Free or Reduced-Price School-Year School Lunch, 2001

Indiana	10.3
North Dakota	9.1
Nebraska	8.1
Texas	7.7
Arkansas	7.7
Kansas	7.3
Iowa	7.2
Oklahoma	6.0
Wyoming	5.6
Alaska	5.0

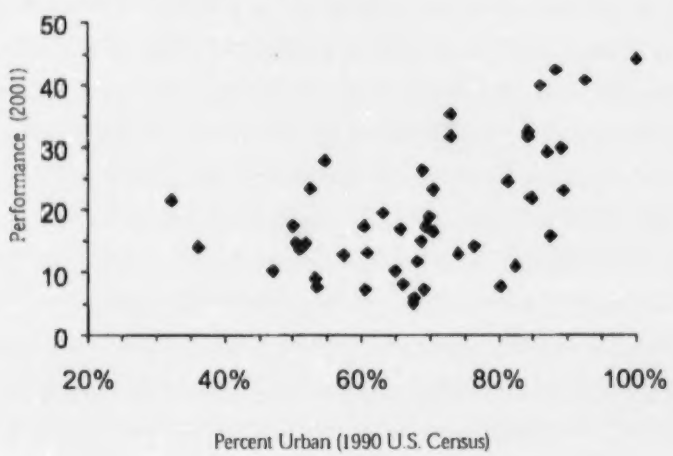
one half of states are making progress in expanding Summer Nutrition in absolute terms. (See Tables 1 and 2.)

For SFSP participation alone, 20 states grew beyond 3 percent, 21 states declined by at least that amount and 10 states stayed approximately the same. (See Table 3.)

In order to make a comparison among states in how well they are doing in reaching children who might be eligible to participate in summer feeding programs, FRAC looks at the ratio of the number of participants in July programs per 100 in free or reduced-price school lunch during the school year (the month of March is used for comparison purposes). This measure shows how well the state is reaching those students in greatest need. The top ten and bottom ten states on this measure are in the sidebars at the left. Overall, 21 states grew, 14 states declined and 16 states stayed approximately the same.

The difficulty states have in reaching needy children in rural areas when school is out clearly plays a factor in performance in Summer Nutrition. As Chart 3 shows, there is a moderate positive correlation ($r = 0.54$) between the percent of a state's population that is urban and the performance of that state on the performance ratio of participation in Summer Nutrition per 100 participants in free and reduced-price NSLP during the school year.

Chart 3: Correlation Between Percent Urban Population and Summer Nutrition Performance



However, the correlation is not so strong as to entirely explain the differences in performance between states. In other words, some states with fewer people in urban centers buck the trend and outperform more urban states on this ratio. Clearly, other factors also have a strong influence on performance.

SFSP June Peak Participation States. An increasing number of states report June as their peak month for SFSP participation. Table 5 shows states with June peak months. Data for this table are only available when provided by the states, since the USDA does not collect June participation data. Regardless of June or July peaks, serving children in July is crucial. Thus, July is the standard month for our comparisons. Table 6 shows what a large drop in participation some of these states have from their June peak to July. Furthermore, Table 6 also shows the drop in the percent of lunches served between June and July for many of these "June peak" states.

Children Who Aren't Being Served

Since school year National School Lunch programs reach so broadly, comparing participation in Summer Nutrition to participation in school year free and reduced-price meals indicates how well a state is doing in reaching low-income families. The average July performance of the top three states – the District of Columbia (44.1 per 100), Nevada (42.4), and California (40.7) – is about 42 children in Summer Nutrition per 100 children receiving free or reduced-price lunches during the school year, and shows that the national performance ratio (currently 21.1) could be nearly doubled.

Table 7 and Chart 4 indicate how many children are not being fed in July, and how much money states forgo in Summer Nutrition funding for July by not matching the average performance of the top three states. For July *alone*, FRAC estimates that an additional 3.2 million children could have been reached had all states performed as well as the average of the top three states. We also conservatively estimate that $170 million of federal funds could have been used by these states for summer child nutrition, had they run summer programs for the 22 weekdays in July 2001 for these unserved children. (This is a conservative estimate as we applied

only the lowest possible lunch reimbursement to all children.) Clearly, far more children could be reached, and funds accessed, than these estimates represent if states were to expand programs across the entire 10-week summer.

Barriers to Participation

In this year's annual Summer Nutrition survey of state agency directors and staff responsible for SFSP coordination, FRAC asked respondents to select (from a list of 16 choices) what they believe are the five main obstacles to greater participation in the SFSP. They were also asked to write down other obstacles to SFSP expansion in their states. (See also Chart 5.)

"Paperwork is too burdensome" was the top obstacle, selected by 74 percent of respondents. This is closely connected with the response that was most frequently written in, lack of sponsors "capable of administering the program." As one state agency director wrote, "There is too much paperwork and program complexity for the many organizations that operate the SFSP that are administered by staff with limited administrative skills."

"Transportation funding is insufficient or lacking" was the next most frequently selected obstacle, by 61 percent of respondents. State agency directors specify that school buses do not run during the summer, so it is difficult to impossible for children in rural areas to get to SFSP sites. As one respondent emphasized, "The primary obstacle in this state remains transportation of food to children and children to food in low-income rural areas."

"Federal reimbursements are too low" and "regulations for administration of the SFSP are too inflexible" were also selected by more than half (54 percent and 52 percent, respectively) of respondents. Several state directors wrote about how difficult it is for operators to run the SFSP without losing money. "It is very difficult to operate the program without losing money, and most organizations and agencies are not in a position to take that risk," stated one respondent.

"Area eligibility percentage is too high" was selected by half of respondents. Sites generally qualify for SFSP area eligibility if at

U.S. Department of Agriculture SFSP Outreach Initiative

On March 4, 2002, Agriculture Secretary Ann M. Veneman announced efforts to increase awareness of and participation in the SFSP. As part of this outreach initiative, FRAC has been working in partnership with USDA, the American School Food Service Association, America's Second Harvest, and with local anti-hunger organizations and children's groups across the country to encourage and assist potential sponsors and sites to offer the SFSP, and to let families know about programs in their communities.

Food, Nutrition and Consumer Services Under Secretary Eric M. Bost and USDA national and regional offices are providing leadership, technical assistance and resources to expand the utilization of the program. In addition, USDA has implemented several initiatives to assist communities that want to provide more summer meals for children in low-income areas. These initiatives include: streamlining program management and operations, developing a comprehensive strategy to work more closely with organizations such as schools and community centers, and forming new partnerships to develop materials and strategies to encourage increased SFSP participation.

See the USDA's SFSP website at http://www.summerfood.gov

least 50 percent of the students at the elementary school that serves the area are eligible for free or reduced price school meals. A state director explained, "We have many 'pockets of poverty' in the rural areas that go unserved because the elementary school free/reduced percentage is below 50 percent. If the threshold was back to 33 percent as it was in the past, many more areas where these 'pockets of poverty' exist would be eligible."

Other obstacles that were frequently written in include: "difficulty of effective outreach," convincing school districts that feeding children outside of summer school falls within their mission, "children not allowed to leave house" during summer, lack of interest in the SFSP, and "lack of qualified staff willing to work in summer."

Overcoming Barriers: Current Federal Initiatives

USDA has implemented a Congressionally created pilot project and agency-initiated waivers to attract more SFSP sponsors. These initiatives simplify paperwork and make it easier for certain sponsors to feed hungry children during the summer. In addition, over the past several years, USDA has released numerous memoranda and policy guidances to help reduce barriers to growth.

Simplified Reimbursement Pilot Project ("Lugar Pilots"). As described above, in Alaska, Arkansas, Idaho, Indiana, Iowa, Kansas, Kentucky, Nebraska, New Hampshire, North Dakota, Oklahoma, Texas, Wyoming, and Puerto Rico, a new pilot project streamlines reimbursement and paperwork for some SFSP sponsors. (See pages 12-13.)

Seamless Summer Food Waiver. The Seamless Summer Food Waiver is a USDA initiative beginning in 2002 that helps school SFSP sponsors reach more hungry children in low-income areas when school is out, and provides more efficient meal services to those children. While available nationwide, this waiver is available only to school sponsors. The waiver reduces paperwork and administrative burdens that are normally associated with operating

the National School Lunch Program (NSLP) during the school year and the SFSP in summer.

Under the waiver, in essence, schools operate SFSP as an extension of the NSLP. The schools are reimbursed at the NLSP rates for free meals, which are slightly lower than the SFSP rates. The advantage for schools is that they do not have to apply for and operate two different programs.

The Seamless Summer Food Waiver is an expansion of pilot projects in which USDA granted similar waivers last summer to two school districts in California and three in Florida.

USDA SFSP Policy Memoranda. Over the past three years, USDA has issued several SFSP policy memoranda to "revise and clarify policies" for and address many of the obstacles to participation in the SFSP. Over twenty of the memos became effective in the summer of 1999. USDA also released several SFSP policy memoranda in early 2002.

The 2002 USDA memos made SFSP simpler to operate by allowing changes in the length of time between and duration of meal services in special cases, establishing categorical eligibility for many Upward Bound programs, and waiving school sponsors in the Lugar SFSP Pilot Project from the requirement to submit a budget.

Descriptions of the memos can be found on FRAC's website at http://www.frac.org/html/federal_food_programs/programs/sfsp policies.html (for 1999 policies) and http://www.frac.org/html/ federal_food_programs/programs/sfsp.html (for 2002 policies).

Overcoming Barriers: Legislative Opportunities

In 2003 Congress will be reviewing and reauthorizing the child nutrition programs, including the SFSP and NSLP. This provides an excellent opportunity to remove barriers to participation in Summer Nutrition programs. Congress can remove obstacles to eligibility that sponsors and sites face, as well as encourage their participation by making it easier for them to run

programs. Here are several strategies that could increase summer participation in nutrition programs:

Removing Obstacles. More communities would be eligible to have an SFSP site, especially in rural areas, if the area eligibility threshold for SFSP participation were lowered from 50 percent to 40 percent. This would begin to move it back toward the pre-1981 area eligibility percentage (one-third), when participation in the program was much higher, and growing.

In addition, if summer programs for children that receive other federal funds for their child care functions (e.g., under the 21st Century Community Learning Centers program) were automatically eligible to participate in the SFSP, many more summer education and recreation program sites would be able to offer nutritious meals and snacks to the children in their care.

Encouraging Participation by Sponsors and Sites. Sponsors and sites would be more likely to participate in the program if special funds were made available to reach underserved areas. These funds could help pay for special transportation, start-up and outreach costs some programs, especially those in rural areas, face.

Other changes that could go a long way towards encouraging participation by sponsors and sites are:

- Making the "Lugar Pilots" national, so it is easier for sponsors to obtain the maximum SFSP reimbursement, rather than having to make up their costs out of other funds;
- Allowing school sponsors to operate their SFSP as if it were the summer version of their NSLP;
- Simplifying program application procedures for sponsors; and
- Making the rules for the SFSP more appropriate for the informal summer setting in which the program operates.

Conclusions

The Summer Nutrition programs not only provide nutritious meals to low-income children who depend on school lunches and breakfasts during the school year, but they also: serve as a catalyst for summer programs for low-income children, act as a funding base for education and enrichment programs, and attract children to programs that keep them safe and engaged. The potential is there to do great good, but we have a long way to go before we can be satisfied with our efforts to reach children with these important benefits.

Compared to the 15.3 million children who receive free and reduced price lunches during the school year, only 3.2 million participate in the Summer Nutrition programs. National participation in the Summer Nutrition programs did not change from July 2000 to July 2001.

There are a number of barriers in the way of organizations seeking to provide nutritious summer meals to children, including paperwork, special problems in rural areas, and reimbursements that are not adequate in many circumstances. However, there are also a number of signs of hope for those who wish to feed more children and provide them with good learning and recreational opportunities during the summer months. The 13 state pilot which simplifies paperwork and maximizes the reimbursements received, USDA's national initiatives to expand the program, state legislation efforts, and the opportunities that the 2003 child nutrition program reauthorization provides all suggest that summer nutrition programs can be put back on an expansion track again.

Model SFSP Programs

Clinton County Board Of Education
Albany, Kentucky

Parents Chip In to Make SFSP Work

Parent volunteers are the key to the success of Summer Food in Clinton County, Kentucky, a rural county that has been struggling through factory closings for many years. By coordinating and supervising the sites in their communities, these parents enable the Clinton County Board of Education to sponsor Summer Food for over 40 days each summer.

From the Monday after school ends until the week before school begins each year, the program serves almost 600 children per day. With the children spread out across a very rural area, the Clinton County Board of Education delivers meals to dozens of sites, even ones that may serve only a handful of children each day.

Recognizing that Summer Food provides many children with "what may be their best meal of the day" during the summer, Norma Jean Hunter, Director of Food Service at the Clinton County Board of Education, is willing to deliver meals from the elementary school's kitchen to "anywhere people will set up a site." According to Hunter, most parents escort their children to the sites and are more than happy to help out with supervision. For example, some parents set up a feeding site at some picnic tables under a tree. When it rains, they set up card tables in a hallway of their housing complex.

Summer Food costs are also reduced by coordinating with the Board of Education's transportation department. The Board purchases surplus vehicles at very low cost, which are then repaired by the Board's mechanics. Using two small Board of Education trucks to deliver meals, the Summer Food Program only has to pay for the mileage.

Contact: Norma Jean Hunter
Phone: 606-387-7534

Collier County Parks And Recreation Department
Naples, Florida

Keeping Summer Food Flowing Even After Summer School Ends

While started as an enhancement to the Immokalee Summer Program run by the Collier County Parks and Recreation Department, Summer Food in Collier Country has grown to serve a diverse population of children, including the children of migrant workers, at a variety of sites. In 1984, its first year of operation, the program served more than 2,100 lunches. In 2001 the program served more than 81,000 breakfasts and more than 104,000 lunches at two dozen sites throughout the County, during a 39-day period.

Cooperation among government, schools, non-profits and the business community is essential to the success of the program. Collier County Summer Food sites include: Farmworker's Village, a migrant public housing facility in Immokalee; day care centers; summer schools; YMCAs; and parks and recreation summer sites. The school district provides not only meal components to the program when summer school is in session, but also a kitchen for the assembly of the meals and eight industrial freezers. The Summer Food employees who assemble and pack the meals are all hired from the school district food service personnel.

Local businesses provide important assistance to the program. When summer school is not in session, a local food vendor provides meal components at a discounted price. A fast food restaurant provides breakfast burritos at half price, and a car rental agency rents 10 vehicles to the program at a discount.

The community also comes together to get the word out about Summer Food. All students from the public school system, kindergarten through fifth grade, receive flyers about the program. Public Service Announcements to local newspapers, radio stations, and television networks are also used to get information regarding the Summer Food Service Program to all County residents annually.

Contact: Jim Thomas
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Nelsonville Public Library
Nelsonville, Ohio

Getting Children to Read through Summer Food

Summer Food is an important draw for the children in low-income areas who attend "Book Camp" at Nelsonville public libraries during the summer. For the past four years, the Nelsonville Public Library system has been offering Summer Food at libraries located in low-income areas in conjunction with their summer reading programs. After starting with one site, Nelsonville has expanded Summer Food to four libraries, serving more than 70 children per day.

According to Stephen Hedges, Director of the Nelsonville Public Library, Summer Food attracts children who might not otherwise visit the library during the summer. One library makes the program visible to children in the neighborhood by pitching a tent outside. At the end of the morning's "Book Camp" activities, lunch is served to all the children. Many of the children choose to stay in the library for the rest of the afternoon, reading to themselves.

Not only do professional magicians, storytellers and puppeteers entertain the children, but Nelsonville's librarians find creative ways to explore themes with the children. Last summer, one librarian created a yoga for kids program. Another librarian focused on fabrics and taught the children how to weave on a Navajo loom. And another librarian taught the children to fold Japanese paper cranes, which they sent to the nuclear bombing memorial in Hiroshima. All of these activities were tied in to children's books on those subjects.

Nelsonville partners with the local Meals on Wheels to prepare the lunches for the children. Meals on Wheels uses its existing food transportation equipment to deliver the meals to the libraries.

Hedges has received very positive responses to the program. Parents and child care providers appreciate the activities for the children, as well as the meal. Even those librarians who originally were skeptical have come to love the program. Hedges explains, "Once you feed a hungry kid, everything else pales in comparison."

Contact: Stephen Hedges
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North Country Hospital
Newport, Vermont

Community Teamwork To Feed Hungry Children

North Country Hospital in Newport, Vermont, sponsors six Summer Food sites in a rural area of the state. Teamwork among the feeding sites, a local non-profit, and the hospital is the key to overcoming the challenges of serving more than 150 children each day for seven weeks. North Country's Summer Food sites include a public school's morning reading program, a Catholic school's summer day camp, a Parks and Recreation Department day camp on the shores of a lake, and the local day care centers' Reading in the Park program.

According to Rich Bruno, director of food service at North Country Hospital, individual contributions of time and effort are crucial to the success of this program. "Each person's contribution makes a difference," he emphasizes. The staff of some of the sites helps out by picking up coolers filled with meals from North County and returning them at the end of the day. And a staff person from a local non-profit takes on the responsibility of monitoring the sites.

Bruno also points out the importance of a positive attitude, of believing that "no is not the answer." For example, if there are delivery challenges, maintenance staff from the hospital volunteers their time and personal vehicles to deliver meals to sites. At other times, Bruno drives the hospital pick-up truck or his own van to deliver meals himself.

With such community support, Bruno needs to hire only one driver and one food preparation worker each summer for the Summer Food Program. He is able to break even on operating costs, and the administrative reimbursements help pay for part of the salaries of permanent hospital staff that also work on the Summer Food Program.

Contact: Rich Bruno
Phone: 802-334-3288

TABLE 1: Summer Nutrition Participation in July 2001 (Summer Food Service and Summer School Lunch* Programs Combined) by State

State	Children in School-Year National School Lunch Program,* March 2001	Children in Summer Nutrition (School Lunch* & Summer Food Combined), July 2001	Ratio of Children in Summer Nutrition per 100 in School-Year National School Lunch Program,* July 2001	Rank in Prior Column	Change in Ratio** from 2000 to 2001	Percent Change in Summer Nutrition Participation from July 2000 to 2001	Rank in Percent Change
Alabama	322,285	59,622	18.5	23	0.2	3.1%	22
Alaska	30,613	1,535	5.0	51	0.2	5.4%	17
Arizona	289,417	45,663	15.8	28 **	2.0	15.0%	4
Arkansas	189,415	14,585	7.7	46	-0.4	-3.3%	39
California	1,991,564	811,068	40.7	3	0.2	0.5%	29
Colorado	150,920	16,612	11.0	40 •	-2.1	-15.7%	50
Connecticut	123,880	31,276	25.2	13	0.9	3.1%	21
Delaware	30,420	9,631	31.7	8	-6.1	-20.9%	51
District of Columbia	47,756	21,073	44.1	1	-1.0	2.1%	26
Florida	912,693	198,872	21.8	19 •	-2.0	-5.9%	43
Georgia	583,235	113,609	19.5	21	-0.6	-0.2%	31
Hawaii	62,257	18,393	29.5	9	5.0	14.9%	5
Idaho	72,798	9,297	12.8	37 **	3.8	46.3%	2
Illinois	673,366	147,930	22.0	18	-0.5	0.0%	30
Indiana	240,239	24,657	10.3	42	0.5	8.0%	12
Iowa	119,394	8,648	7.2	48	0.6	6.3%	14
Kansas	129,258	9,469	7.3	47	0.2	2.3%	24
Kentucky	267,655	39,215	14.7	30 **	3.4	28.6%	3
Louisiana	410,430	48,379	11.8	39	-0.8	-8.6%	46
Maine	49,380	6,373	12.9	36	0.2	-2.9%	38
Maryland	213,748	52,487	24.6	14	1.0	6.5%	13
Massachusetts	218,576	69,325	31.7	7	4.2	14.0%	6
Michigan	410,939	68,044	16.6	27	-0.4	-0.5%	33
Minnesota	192,511	36,281	18.8	22	-0.1	-0.8%	34
Mississippi	290,729	29,980	10.3	41	0.0	1.7%	27
Missouri	280,732	42,165	15.0	29	0.2	3.6%	20
Montana	37,576	8,826	23.5	16 **	8.9	53.5%	1
Nebraska	84,784	6,891	8.1	44	-0.3	-1.1%	35
Nevada	75,488	31,999	42.4	2	0.7	8.7%	10
New Hampshire	27,004	3,237	12.0	38	0.8	1.7%	28
New Jersey	317,731	77,111	24.3	15	2.7	8.6%	11
New Mexico	146,148	51,659	35.3	5	1.0	5.4%	16
New York	1,135,668	369,755	32.6	6	-0.5	-4.0%	40
North Carolina	449,221	65,544	14.6	31 •	-2.2	-11.8%	49
North Dakota	28,026	2,558	9.1	43	-0.3	-5.5%	42
Ohio	442,144	57,315	13.0	35	0.7	3.0%	23
Oklahoma	231,619	13,818	6.0	49	0.7	-9.6%	47
Oregon	152,694	35,461	23.2	17	1.7	11.5%	7
Pennsylvania	450,639	118,411	26.3	12	-1.4	-6.2%	44
Rhode Island	39,778	15,860	39.9	4	3.1	2.2%	25
South Carolina	282,503	78,830	27.9	11	-2.1	-6.7%	45
South Dakota	43,368	7,578	17.5	24	1.5	4.6%	19
Tennessee	332,454	43,824	13.2	34	-1.4	-4.4%	41
Texas	1,672,749	129,463	7.7	45	-0.2	-0.4%	32
Utah	109,807	32,070	29.2	10	1.5	9.6%	9
Vermont	21,013	4,530	21.6	20	3.1	11.2%	8
Virginia	291,863	50,694	17.4	25	1.0	5.0%	18
Washington	253,922	35,997	14.2	32	-0.5	-2.2%	36
West Virginia	114,893	16,181	14.1	33 •	-1.2	-9.9%	48
Wisconsin	196,866	33,391	17.0	26	-0.8	-2.8%	37
Wyoming	21,732	1,223	5.6	50	0.4	6.1%	15
United States	15,263,901	3,226,414	21.1		-0.1	0.0%	

* School Lunch Program numbers only reflect free and reduced-price participation.

** These states moved up 5 or more places in their ranking from last year.

• These states moved down 5 or more places in their ranking from last year.

•• Due to rounding, changes may not appear correct when comparing Tables 1 and 2.

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TABLE 2: Summer Nutrition Participation in July 2000 (Summer Food Service and Summer School Lunch Programs Combined) by State

State	Children in Regular School-Year National School Lunch Program,* March 2000	Children in Summer Nutrition (School Lunch* & Summer Food Combined), July 2000	Ratio of Children in Summer Nutrition per 100 in School-Year Natrional School Lunch Program,* July 2000	Rank
Alabama	315,491	57,852	18.3	22
Alaska	30,124	1,456	4.8	51
Arizona	287,482	39,703	13.8	33
Arkansas	186,349	15,082	8.1	45
California	1,993,548	806,979	40.5	3
Colorado	150,930	19,717	13.1	34
Connecticut	124,389	30,336	24.4	13
Delaware	32,256	12,176	37.7	4
District Of Columbia	45,740	20,647	45.1	1
Florida	886,720	211,241	23.8	14
Georgia	566,613	113,791	20.1	19
Hawaii	65,089	16,004	24.6	12
Idaho	71,058	6,354	8.9	43
Illinois	659,754	147,916	22.4	16
Indiana	234,846	22,832	9.7	41
Iowa	121,719	8,136	6.7	48
Kansas	123,246	9,255	7.5	47
Kentucky	270,271	30,497	11.3	38
Louisiana	419,262	52,959	12.6	36
Maine	51,589	6,562	12.7	35
Maryland	209,312	49,272	23.5	15
Massachusetts	221,300	60,808	27.5	11
Michigan	402,830	68,378	17.0	24
Minnesota	193,111	36,581	18.9	20
Mississippi	286,271	29,489	10.3	40
Missouri	275,350	40,715	14.8	29
Montana	39,299	5,751	14.6	31
Nebraska	83,153	6,970	8.4	44
Nevada	70,569	29,445	41.7	2
New Hampshire	28,421	3,185	11.2	39
New Jersey	328,845	71,008	21.6	17
New Mexico	142,821	48,991	34.3	6
New York	1,166,879	385,170	33.0	7
North Carolina	442,112	74,305	16.8	25
North Dakota	28,784	2,707	9.4	42
Ohio	454,481	55,652	12.2	37
Oklahoma	230,034	15,279	6.6	49
Oregon	147,695	31,809	21.5	18
Pennsylvania	456,750	126,250	27.6	10
Rhode Island	42,245	15,523	36.7	5
South Carolina	281,971	84,524	30.0	8
South Dakota	45,459	7,247	15.9	27
Tennessee	314,008	45,822	14.6	32
Texas	1,646,998	130,045	7.9	46
Utah	105,527	29,274	27.7	9
Vermont	22,009	4,073	18.5	21
Virginia	295,490	48,296	16.3	26
Washington	250,366	36,799	14.7	30
West Virginia	117,357	17,962	15.3	28
Wisconsin	193,833	34,364	17.7	23
Wyoming	21,857	1,152	5.3	50
United States	15,181,616	3,226,338	21.3	

* National School Lunch Program numbers only reflect free and reduced-price participation.

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TABLE 3: Change in Summer Food Service Program Participation from July 2000 to July 2001, by State

State	Children in Summer Food Service Program, July 2000	Children in Summer Food Service Program, July 2001	Percent Change from 2000 to 2001	Rank in Percent Change	Percent SFSP Contributes to Summer Nutrition Participation
Alabama	43,740	43,948	0.5%	23	73.7%
Alaska	519	687	24.5%	3	44.8%
Arizona	22,170	25,910	14.4%	6	56.7%
Arkansas	10,144	9,426	-7.6%	40	64.6%
California	176,820	184,037	3.9%	17	22.7%
Colorado	15,164	12,000	-26.4%	49	72.2%
Connecticut	27,171	28,058	3.2%	18	89.7%
Delaware	10,463	8,139	-28.6%	50	84.5%
District of Columbia	20,264	20,442	0.9%	22	97.0%
Florida	183,514	170,471	-7.7%	41	85.7%
Georgia	92,903	91,291	-1.8%	30	80.4%
Hawaii	3,635	4,776	23.9%	5	26.0%
Idaho	3,893	6,672	41.7%	1	71.8%
Illinois	106,102	84,529	-25.5%	48	57.1%
Indiana	17,219	19,277	10.7%	10	78.2%
Iowa	4,572	5,111	10.5%	11	59.1%
Kansas	7,889	7,999	1.4%	21	84.5%
Kentucky	25,253	33,244	24.0%	4	84.8%
Louisiana	47,676	44,032	-8.3%	42	91.0%
Maine	5,995	5,786	-3.6%	34	90.8%
Maryland	38,471	29,863	-28.8%	51	56.9%
Massachusetts	52,303	59,964	12.8%	7	86.5%
Michigan	37,409	37,514	0.3%	24	55.1%
Minnesota	33,326	33,097	-0.7%	27	91.2%
Mississippi	27,834	28,562	2.5%	20	95.3%
Missouri	28,479	27,673	-2.9%	32	65.6%
Montana	5,223	8,305	37.1%	2	94.1%
Nebraska	5,151	5,111	-0.8%	28	74.2%
Nevada	5,188	4,981	-4.2%	35	15.6%
New Hampshire	2,284	2,284	0.0%	25	70.6%
New Jersey	58,968	62,686	5.9%	14	81.3%
New Mexico	42,327	44,919	5.8%	15	87.0%
New York	328,077	309,468	-6.0%	38	83.7%
North Carolina	43,677	40,085	-9.0%	44	61.2%
North Dakota	2,272	2,155	-5.4%	36	84.3%
Ohio	45,444	44,815	-1.4%	29	78.2%
Oklahoma	12,133	10,858	-11.7%	45	78.6%
Oregon	28,157	31,912	11.8%	8	90.0%
Pennsylvania	116,692	102,000	-14.4%	46	86.1%
Rhode Island	13,719	13,690	-0.2%	26	86.3%
South Carolina	73,065	68,555	-6.6%	39	87.0%
South Dakota	4,602	5,106	9.9%	12	67.4%
Tennessee	42,531	40,181	-5.8%	37	91.7%
Texas	83,276	87,479	4.8%	16	67.6%
Utah	19,005	21,498	11.6%	9	67.0%
Vermont	3,853	4,173	7.7%	13	92.1%
Virginia	37,457	38,642	3.1%	19	76.2%
Washington	30,723	29,754	-3.3%	33	82.7%
West Virginia	16,013	14,727	-8.7%	43	91.0%
Wisconsin	29,090	28,372	-2.5%	31	85.0%
Wyoming	590	481	-22.7%	47	39.3%
United States	2,092,445	2,044,745	-2.3%		63.4%

TABLE 4: Change in Summer Food Service Program Sponsors* and Sites from July 2000 to July 2001 by State

State	Number of Sponsors, July 2000	Number of Sponsors, July 2001	Percent Change	Number of Sites, July 2000	Number of Sites, July 2001	Percent Change
Alabama	73	69	-5.5%	667	733	9.9%
Alaska	8	9	12.5%	12	25	108.3%
Arizona	74	77	4.1%	342	360	5.3%
Arkansas	74	58	-21.6%	127	104	-18.1%
California	281	280	-0.4%	1,959	1,912	-2.4%
Colorado	46	46	0.0%	145	121	-16.6%
Connecticut	35	32	-8.6%	370	357	-3.5%
Delaware	16	15	-6.3%	225	187	-16.9%
District of Columbia	10	18	80.0%	221	167	-24.4%
Florida	115	124	7.8%	2,120	2,319	9.4%
Georgia	122	130	6.6%	2,027	2,115	4.3%
Hawaii	15	18	20.0%	62	79	27.4%
Idaho	35	43	22.9%	81	93	14.8%
Illinois	107	103	-3.7%	1,633	1,378	-15.6%
Indiana	59	70	18.6%	321	353	10.0%
Iowa	27	30	11.1%	96	96	0.0%
Kansas	36	32	-11.1%	100	110	10.0%
Kentucky	112	120	7.1%	562	661	17.6%
Louisiana	73	65	-11.0%	532	536	0.8%
Maine	54	53	-1.9%	138	133	-3.6%
Maryland	52	45	-13.5%	677	717	5.9%
Massachusetts	82	91	11.0%	700	764	9.1%
Michigan	104	108	3.8%	823	837	1.7%
Minnesota	53	51	-3.8%	402	395	-1.7%
Mississippi	66	65	-1.5%	201	206	2.5%
Missouri	58	72	24.1%	480	503	4.8%
Montana	39	49	25.6%	118	117	-0.8%
Nebraska	32	35	9.4%	80	102	27.5%
Nevada	30	33	10.0%	86	82	-4.7%
New Hampshire	17	25	47.1%	38	45	18.4%
New Jersey	96	98	2.1%	1,100	1,682	52.9%
New Mexico	62	70	12.9%	706	744	5.4%
New York	305	298	-2.3%	3,101	2,921	-5.8%
North Carolina	108	107	-0.9%	875	801	-8.5%
North Dakota	25	24	-4.0%	33	34	3.0%
Ohio	132	122	-7.6%	981	1,130	15.2%
Oklahoma	52	54	3.8%	248	215	-13.3%
Oregon	70	69	-1.4%	304	343	12.8%
Pennsylvania	163	164	0.6%	2,613	2,238	-14.4%
Rhode Island	17	16	-5.9%	209	184	-12.0%
South Carolina	50	47	-6.0%	1,305	1,187	-9.0%
South Dakota	51	53	3.9%	74	83	12.2%
Tennessee	43	41	-4.7%	911	952	4.5%
Texas	162	179	10.5%	1,189	1,321	11.1%
Utah	27	25	-7.4%	139	127	-8.6%
Vermont	42	49	16.7%	137	146	6.6%
Virginia	95	93	-2.1%	687	711	3.5%
Washington	110	115	4.5%	565	543	-3.9%
West Virginia	84	82	-2.4%	437	429	-1.8%
Wisconsin	66	61	-7.6%	366	286	-21.9%
Wyoming	5	5	0.0%	12	9	-25.0%
United States	3,670	3,738	1.9%	31,337	31,693	1.1%

* More sponsors may have operated Summer Food Programs at some point during the summer than just those active in July. Furthermore, some states only provide a total for the number of sponsors that operated at any point during the summer, regardless of month.

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TABLE 5: Change from June 2000 to June 2001 in Summer Service Program Participation in States where Participation Peaks in June, and Decline from June to July in Child Participation and SFSP Lunches

State	Children in Summer Food Service Program, June 2000	Children in Summer Food Service Program, June 2001	Change from June 2000 to June 2001	Decline in SFSP Average Daily Participation from June 2001 to July 2001	Decline in SFSP Total Lunches Served for the Month from June 2001 to July 2001
Alabama	56,286	54,811	-2.6%	-19.8%	-25.1%
Arizona	40,652	45,014	10.7%	-42.4%	-43.2%
Arkansas	15,505	14,608	-5.8%	-35.5%	-15.1%
Georgia	116,511	115,319	-1.0%	-20.8%	-22.0%
Hawaii	4,029	4,888	21.3%	-2.3%	34.3%
Idaho	n/a	12,705		-47.5%	-32.7%
Indiana	17,188	21,281	23.8%	-9.4%	34.0%
Iowa	6,192	6,367	2.8%	-19.7%	7.0%
Kansas	18,469	20,654	11.8%	-61.3%	-53.4%
Kentucky	37,620	48,537	29.0%	-31.5%	-21.5%
Louisiana	68,561	61,833	-9.8%	-28.8%	-31.9%
Missouri	46,765	52,116	11.4%	-46.9%	-35.8%
New Mexico	49,900	54,277	8.8%	-17.2%	-9.9%
North Carolina	47,388	46,721	-1.4%	-14.2%	-6.9%
North Dakota	2,522	2,422	-4.0%	-11.0%	-11.0%
Oklahoma	21,000	20,780	-1.0%	-47.7%	-55.8%
South Carolina	90,455	95,422	5.5%	-28.2%	-27.2%
South Dakota	4,926	5,400	9.6%	-5.4%	-12.1%
Tennessee	51,803	53,870	4.0%	-25.4%	-14.7%
Texas	241,450	257,459	6.6%	-66.0%	-67.0%

TABLE 6: Summer Food Service Program Lunches* Served in June, July, August 2001 and Percent of Lunches in Each Month of Total Lunches Served in Summer of 2001

State	June 2001 SFSP Lunches		July 2001 SFSP Lunches		August 2001 SFSP Lunches	
Alabama	914,441	56%	684,647	42%	31,534	2%
Alaska	9,529	33%	12,991	45%	6,170	22%
Arizona	793,651	63%	450,629	36%	21,963	2%
Arkansas	235,729	51%	200,182	44%	23,446	5%
California	1,027,322	16%	4,050,529	63%	1,330,503	21%
Colorado	178,588	42%	248,097	58%		
Connecticut			689,690	81%	157,507	19%
Delaware	59,598	21%	150,813	52%	79,359	27%
District of Columbia			507,632	78%	140,894	22%
Florida	2,189,456	34%	3,892,133	60%	400,316	6%
Georgia	1,895,825	54%	1,479,271	42%	128,987	4%
Hawaii	73,326	42%	98,475	56%	4,796	3%
Idaho	180,303	51%	121,268	35%	49,028	14%
Illinois	730,911	21%	1,877,975	54%	863,850	25%
Indiana	298,466	35%	399,900	46%	166,629	19%
Iowa	94,607	46%	101,228	49%	10,596	5%
Kansas	230,191	66%	107,243	31%	8,972	3%
Kentucky	637,541	55%	500,425	43%	12,672	1%
Louisiana	1,135,224	59%	773,437	40%	10,580	1%
Maine	681	0%	170,341	84%	32,088	16%
Maryland	120,687	13%	617,242	67%	177,831	19%
Massachusetts	60,769	4%	914,696	61%	532,931	35%
Michigan	124,668	9%	1,026,951	77%	185,928	14%
Minnesota	293,845	31%	562,641	59%	93,914	10%
Mississippi	829,590	67%	399,867	32%	2,628	0%
Missouri	887,184	53%	569,358	34%	214,857	13%
Montana	63,053	34%	92,643	50%	28,300	15%
Nebraska	114,260	50%	102,385	44%	13,978	6%
Nevada	79,472	29%	113,729	42%	80,698	29%
New Hampshire	15,285	14%	66,382	60%	28,978	26%
New Jersey	74,891	4%	1,216,840	66%	559,431	30%
New Mexico	1,125,800	52%	1,014,048	46%	43,269	2%
New York	14,233	0%	7,358,520	62%	4,554,353	38%
North Carolina	771,118	51%	718,228	47%	26,584	2%
North Dakota	46,027	52%	40,946	46%	1,645	2%
Ohio	610,706	34%	946,183	52%	255,522	14%
Oklahoma	462,489	69%	204,260	30%	5,222	1%
Oregon	61,001	8%	500,202	69%	163,123	23%
Pennsylvania	850,310	19%	2,287,954	51%	1,333,131	30%
Rhode Island			227,204	68%	105,914	32%
South Carolina	1,471,855	56%	1,071,514	41%	62,950	2%
South Dakota	123,189	44%	108,227	38%	50,539	18%
Tennessee	966,241	48%	824,414	41%	230,985	11%
Texas	5,102,465	75%	1,682,405	25%	25,486	0%
Utah	329,912	47%	285,751	41%	87,069	12%
Vermont	2,571	2%	83,378	71%	31,683	27%
Virginia	133,941	12%	782,290	68%	234,274	20%
Washington	172,430	16%	631,148	58%	291,094	27%
West Virginia	83,882	18%	313,841	67%	68,889	15%
Wisconsin	203,239	28%	433,418	59%	95,570	13%
Wyoming	14,097	49%	10,437	37%	3,992	14%
United States	**25,894,599**	32%	**41,724,008**	52%	**13,070,658**	16%

* Some states may serve lunches for a few days in June or August, but do not have data in those months. This is because sponsors are allowed, if they do not serve for more than 10 days in those months, to claim those lunches in July as a way of reducing paperwork.

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TABLE 7: Participation and Increased Federal Payments in July 2001 Summer Nutrition if States Served 42 Children per 100 Served in School Year National School Lunch Program

State	Number of Children in Summer Nutrition (School Lunch* & Summer Food Combined), July 2001	Number of Children Who Would Be in July Summer Nutriton if State Reached a Ratio of 42 Children per 100 in School Year NSLP*	Number of Additional Children Reached in July if State Reached a Ratio of 42 Children per 100 in School Year NSLP*	Additional Dollars in July Federal Reimbursements if State Reached a Ratio of 42 Children per 100 in School Year NSLP* ($2.09/child for 22 days)**
Alabama	59,622	135,360	75,738	$4,036,431
Alaska	1,535	12,858	11,323	$603,433
Arizona	45,663	121,555	75,892	$4,044,671
Arkansas	14,585	79,554	64,969	$3,462,508
Colorado	16,612	63,386	46,775	$2,492,849
Connecticut	31,276	52,029	20,754	$1,106,078
Delaware	9,631	12,777	3,146	$167,660
Florida	198,872	383,331	184,459	$9,830,752
Georgia	113,609	244,959	131,350	$7,000,292
Hawaii	18,393	26,148	7,755	$413,314
Idaho	9,297	30,575	21,278	$1,134,019
Illinois	147,930	282,814	134,884	$7,188,640
Indiana	24,657	100,900	76,244	$4,063,416
Iowa	8,648	50,145	41,498	$2,211,619
Kansas	9,469	54,288	44,819	$2,388,624
Kentucky	39,215	112,415	73,201	$3,901,226
Louisiana	48,379	172,381	124,002	$6,608,697
Maine	6,373	20,739	14,367	$765,674
Maryland	52,487	89,774	37,287	$1,987,226
Massachusetts	69,325	91,802	22,477	$1,197,911
Michigan	68,044	172,594	104,550	$5,571,991
Minnesota	36,281	80,854	44,574	$2,375,565
Mississippi	29,980	122,106	92,126	$4,909,847
Missouri	42,165	117,908	75,742	$4,036,680
Montana	8,826	15,782	6,956	$370,701
Nebraska	6,891	35,609	28,719	$1,530,554
New Hampshire	3,237	11,342	8,104	$431,923
New Jersey	77,111	133,447	56,336	$3,002,407
New Mexico	51,659	61,382	9,723	$518,185
New York	369,755	476,980	107,226	$5,714,588
North Carolina	65,544	188,673	123,129	$6,562,146
North Dakota	2,558	11,771	9,213	$491,011
Ohio	57,315	185,701	128,385	$6,842,290
Oklahoma	13,818	97,280	83,462	$4,448,104
Oregon	35,461	64,131	28,670	$1,527,976
Pennsylvania	118,411	189,268	70,857	$3,776,325
Rhode Island	15,860	16,707	847	$45,150
South Carolina	78,830	118,651	39,821	$2,122,263
South Dakota	7,578	18,214	10,637	$566,888
Tennessee	43,824	139,631	95,807	$5,106,009
Texas	129,463	702,555	573,092	$30,542,920
Utah	32,070	46,119	14,049	$748,743
Vermont	4,530	8,825	4,296	$228,949
Virginia	50,694	122,582	71,888	$3,831,284
Washington	35,997	106,647	70,650	$3,765,304
West Virginia	16,181	48,255	32,074	$1,709,391
Wisconsin	33,391	82,684	49,292	$2,627,037
Wyoming	1,223	9,128	7,905	$421,285
United States***	2,362,274	5,522,619	3,160,344	$168,430,555

* National School Lunch Program numbers only reflect free and reduced-price participation.

** This estimate is calculated assuming that the state's sponsors are reimbursed each day for one lunch only and at the lowest rate ($2.09 per lunch). Further, we assume that all participants are served for the full 22 weekdays in July.

*** For the purposes of this chart, we exluded the top three states (California, District of Columbia and Nevada) which set the 42 per 100 standard. Hence, some totals on this page do not equal those in other tables.

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Chart 4: Summer Nutrition Participation and Potential Participation

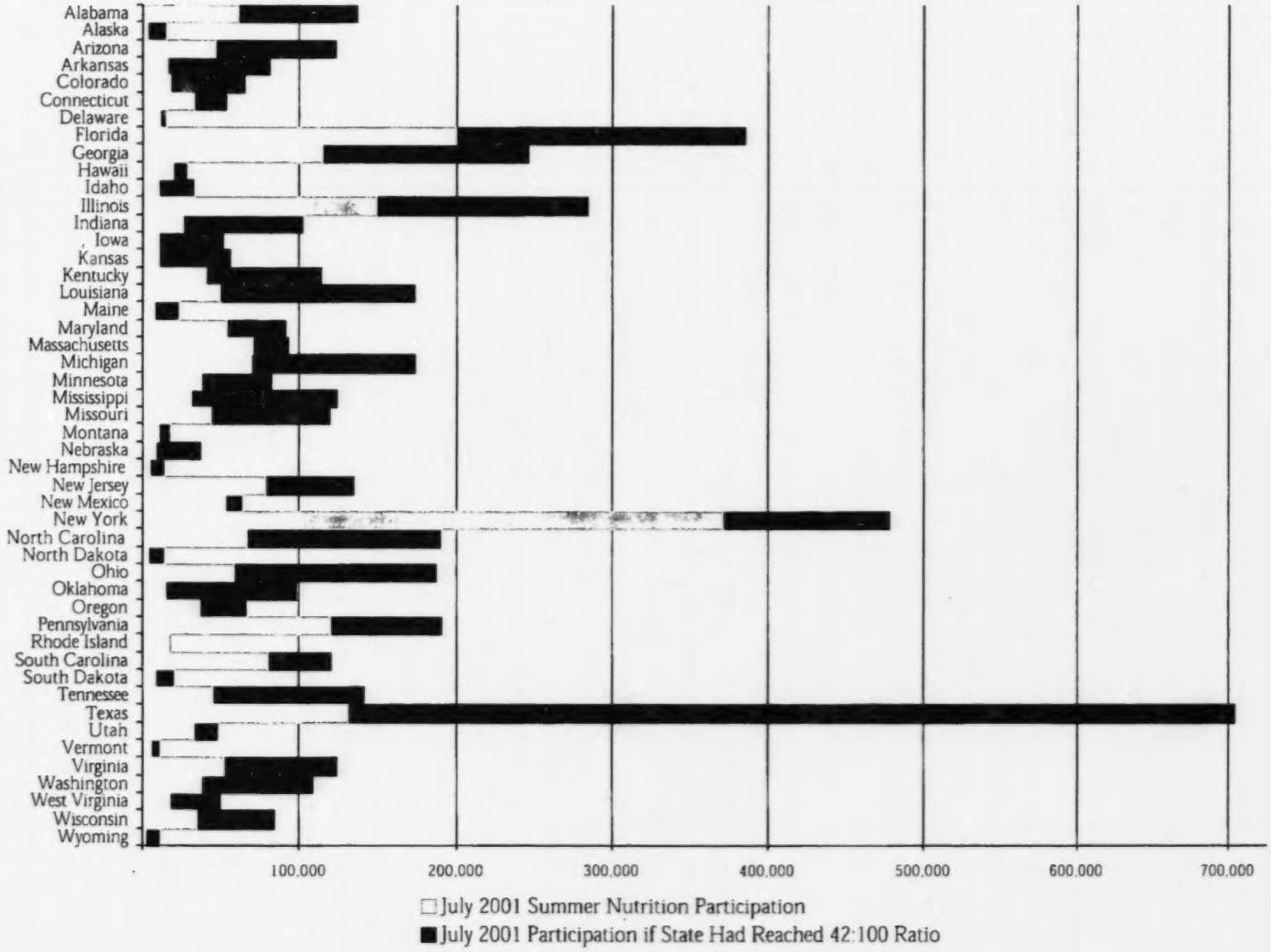

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Chart 5: Obstacles to Expansion of the SFSP as Reported to FRAC by State Officials

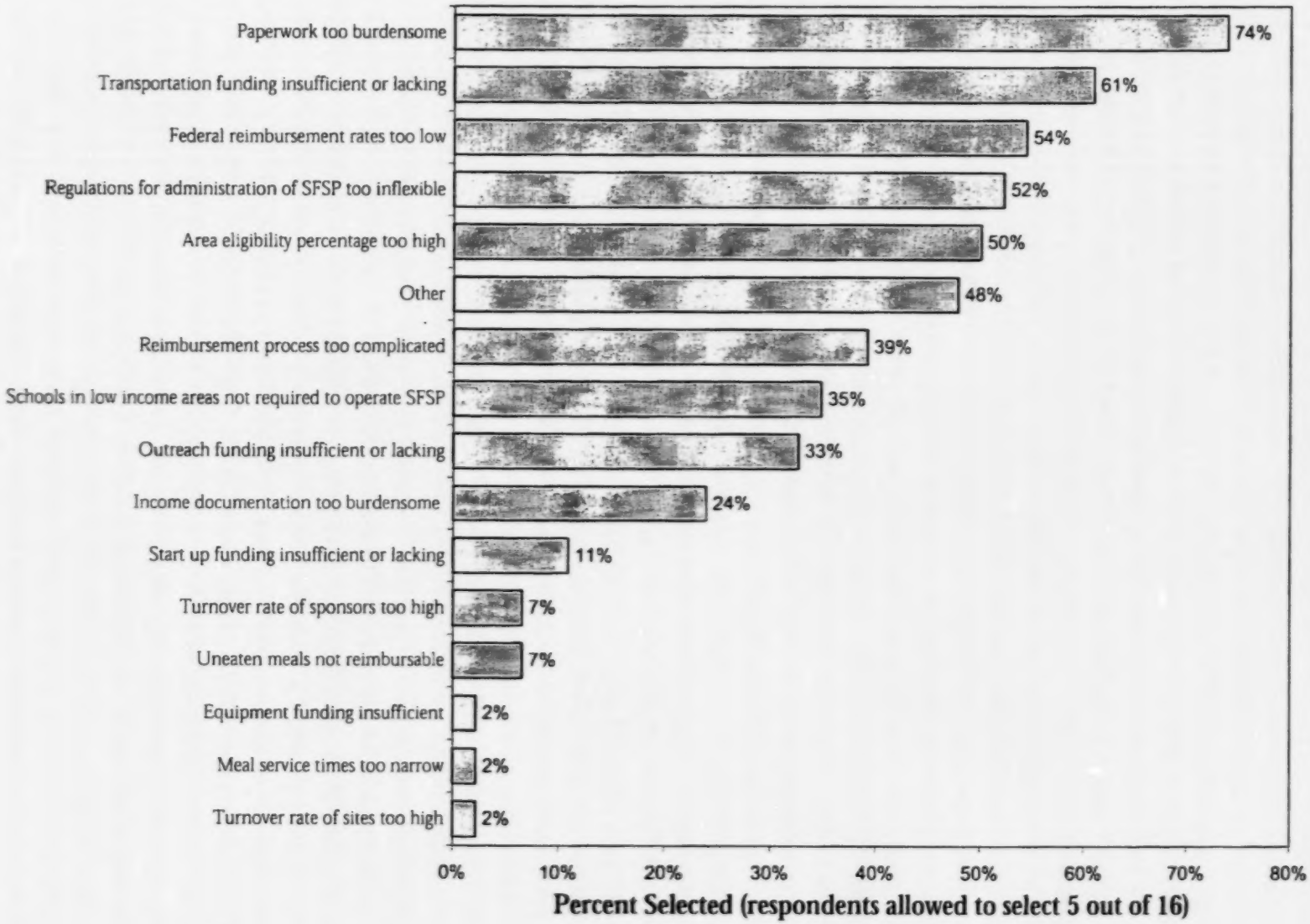

TABLE 8: State Legislative and Funding Initiatives to Support Summer Nutrition

State	Details
California	State allocated $50,000 in 2001 in SFSP expansion and start-up funds for school-based sites only. Sponsors were granted $1500 per site to start or expand their SFSP.
Florida	Each school district superintendent is required to report to the Education Department any activity or initiative to provide access to SFSP tochildren eligible for free or reduced-price meals, including plans for sponsoring, hosting, or vending SFSP. FLA. STAT. ch.1006.0605 (2002) (effective Jan. 7, 2003).
Massachusetts	For summer 2001, State allocated $300,000 for outreach and $695,000 for grants to sponsors to increase participation and extend the length of programs. For summer 2002, State eliminated previous start-up grants and reduced the available money for expansion grants to $645,000.
Maryland	If public school system operates summer school it must offer breakfast and lunch. MD. CODE ANN., EDUC. § 7-603.
Minnesota	State contributes $150,000 in additional funds for education department-approved SFSP sponsors to supplement federal reimbursement rates: up to 4 cents per breakfast, 14 cents per lunch or supper and 10 cents per snack. MINN. STAT. § 124D.119 (2001)
Missouri	SFSP required within those school districts where 50 percent or more of their children are eligible for free or reduced price lunch and where more than 40 children congregate at a service institution. MO. REV. STATE. §191.810 (1993)
New York	State allocated $3.3 million for supplemental meal reimbursements for SFSP sponsors: 4.75 cents per breakfast, 14.75 cents per lunch, 14.75 cents per supper and 10 cents per snack.
Texas	School districts are required to offer SFSP where more than 60 percent of children are eligible for free and reduced-price meals. TEX. HUM. RES. CODE § 33.024 (1993). For 2002 and 2003, State allocated $1.4 million to supplement federal meal reimbursements and $100,000 for outreach for 2 year period; budgeted at $700,000 for meal reimbursement supplements and $50,000

	for program outreach for each summer. Supplemental reimbursement is 4 cents for breakfast, 8 cents for lunch and suppers, and 2 cents for snacks.
Vermont	For Summer 2001, State slightly reduced (compared to 2000) allocation to $44,745.95 for activities and/or transportation and $7,690.05 for reimbursements. 2002 funding expected to remain the same. Also, the State allocated $49,162 to the Vermont Campaign to End Childhood Hunger for 2001-2002 for its work on SFSP.
Washington	$100,000 distributed in July 2001 to sponsors participating the previous year, based on federal SFSP revenues of those sponsors. Additionally, $20,000 was available on a competitive basis to fund start-up costs, mostly for equipment.

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